

THE AIR LAND SEA BULLETIN



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Air Land Sea Application (ALSA) Center

September 2006

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HOMELAND DEFENSE



[Hurricane Katrina—Marines pull an American flag out of flood waters in New Orleans]

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THE AIR LAND SEA BULLETIN (ALSB)

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Cover Photo—Lance Cpl. Zachary R. Frank, USMC

Director Comments—Thoughts from the New Director

This is my first Director's input to "The Air Land Sea Bulletin (The ALSB)" and I am proud to say that the Air Land Sea Application (ALSA) Center continues to publish multi-Service tactics, techniques, and procedures (MTTP) to meet the "immediate needs of the warfighter." We currently have 9 new publications in development, with 11 publications scheduled for revision.

This current issue of the ALSB is dedicated to homeland defense concerns that specifically deal with support to civil authorities. Defense of the US homeland is our primary mission. Hopefully this is done far away from our own shores. At times, however, this defense starts right here at home and is not always against a human enemy. Occasionally, nature itself can be our adversary. One of the new publications, MTTP for Civil Support Operations, deals with this very issue by addressing doctrinal voids and defining MTTP for our Services when tasked to assist civilian authorities responding to domestic crises. In the aftermath of recent hurricane disasters, national guidance now directs deliberate planning and interagency coordination in preparation for domestic disaster response.

In order to provide greater flexibility for our action officers and to reduce stove-piping of MTTP projects, ALSA has reorganized internally. Our new configuration is based upon three functional teams: Air; Land Sea; and Command and Control. The current ALSA projects list and the diagram placed at the end of the bulletin shows how the publication responsibilities have transitioned from the old Team A through Team G structure.

No change is without growing pains. We are in the process of updating all website information and team contact data. In the interim, the website will remain functional and we will continue to monitor it throughout the transition.

Finally, I'd like to catch everyone up on ALSA's personnel changes. I'll start by introducing Colonel Tom Murphy who is the new ALSA Deputy Director. He is an Army Field Artillery Officer. Tom, his wife, Melodie, and daughter, Victoria, came to us from Portsmouth, Rhode Island, where Tom recently graduated from the Naval War College.

Additionally, the ALSA staff has changed since the last bulletin. We recently said farewell to LtCol Anderson, USMC, and Lt Col Pickens, USAF and welcomed Maj Cherry, USMC; MAJ Crisafulli, USA; Maj Dawson and Maj Yarborough, USAF. With all the new talent on-board, I am confident that the mission at ALSA will continue to be executed by the best and the brightest the Services have to offer.

Lastly, ALSA would like to say goodbye to the Martinez family. After serving his country for 28 years, COL Mike Martinez decided to retire and turn himself back over to his wife, Kathy and son, Andy. They have moved to Kansas City and will be greatly missed.

... [homeland] defense starts right here at home and is not always against a human enemy. Occasionally, nature itself can be our adversary.



ROBERT P. GIVENS, Col, USAF
Director

Medical Support Operations in the Civil Support Mission

By
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Medical support in the civil support mission area is a more complicated task than providing medical services to civilian casualty search and rescue (SAR). Whether in a foreign setting or at home, medical support operations focus on the stabilization of the health situation which will prevent and reduce excess mortality and morbidity and offer a return to normalcy,¹ i.e. restoration of indigenous healthcare services.

Domestic disasters or emergency situations at the magnitude of Hurricane Katrina show that complexity. These types of situations require different levels of military medical involvement based on the type and scale of the disaster/emergency which could be at the local (mutual aid), state (regional memorandum of understanding), or federal (incident of national significance) level. In order to effectively and efficiently bring the situation into a "transitionable" state, a seemingly inordinate amount of coordination must take place. Fortunately, while statutory limitations restrict and regulate the use of DOD forces, there is cooperation on a daily basis between the military and civilian healthcare systems. This cooperation is based on the interdependence of the two systems. State and federal licensure and certification² mandate the cooperation of healthcare systems to support public health of the US population and to prepare for public emergencies through training, education, and drilling. In emergencies close to installations, employment of DOD assets is covered in the *National Response Plan's* (NRP) immediate response provision.³

The military health system has a tiered response roughly described as local, regional, and national. In combat terms this is called a "layered defense" in the case of individual facilities being overwhelmed or out of operation due to an emergent situation. Locally, preapproved

mutual aid agreements provide a way to employ DOD medical assets in emergency situations, i.e. facilities accepting overflow patients from another facility. Last year's hurricanes exceeded local response system capabilities which triggered regional response as part of the National Disaster Medical System (NDMS). The NDMS maintains a national capability to deliver medical support to care for the victims of a domestic disaster. It responds under the direction of the Federal Emergency Management Agency (FEMA) and is equipped with disaster response teams and definitive care facilities that have agreed to accept patients from across the country. The NDMS is divided into regions with federal coordinating centers (FCC). Six of these FCCs are military treatment facilities (MTF) and are responsible for the reception and coordination of casualty flow to participating hospitals.



Exercise patients wait for airlift while at a staging facility at Gulfport Air National Guard Base, MS, during Exercise Lifesaver 2005, on May 25, 2005. (USAF photo by Master Sgt James M. Bowman)

A national DOD medical response includes operational unit support coordinated under USNORTHCOM which can include the establishment of a joint task force (JTF). In these situations, forces with organic medical capability and supporting medical units provide quick reaction response forces. For instance, the USS *Iwo Jima* augmented with additional medical personnel; the USNS *Mercy*; the US Air Force's 4th Expeditionary Medical Support Field Hospital, an aeromedical staging facility; and the US Army's 14th Combat Support Hospital (CSH) were directly involved in previous responses.

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While prior joint coordination and planning had occurred during past war gaming evolutions, much was added at the tactical and operational levels during JTF Katrina operations last year. This was especially true in the interaction of operational medical units with civilian counterparts who were already in the midst of their own response. Under the direction of the JTF, air, land, and sea evacuation nodes were established as the units arrived on station. Hasty SAR began immediately while assessments of the available medical capabilities and threats were considered. DOD forces were, in fact, able to bridge the critical initial hours of the response providing land- and sea-based medical capability for those in need.

Historically a casualty's probability of survival diminishes quickly over time. Rescue and medical care of those in acute need in the immediate aftermath provides the greatest survivability. That's why the DOD's capability to field quick reaction forces has become a focal point for the response to any disaster. Medical support plays a vital role by way of its capability to sustain life in these situations and support the local healthcare infrastructure in order to transition back to "normalcy" no matter the type or scale of emergency.

The established medical nodes provided focal points of joint force and interagency coordination stabilizing the healthcare infrastructure. *Iwo Jima*, once pier side in New Orleans, became the "ground zero" command and control (C2) node for not only the JTF but also a critical integration point medically in cooperation with Jefferson Memorial Hospital, the trauma center that remained operational online through the storm. Later the ship provided care and respite services for all types of responders. Getting time on the air-conditioned ship along with a clean shower and towels directly aided the entire effort and spirit of cooperation among responders. The USNS *Comfort*, pier side in both New Orleans and Pascagoula, provided both respite services and direct patient care. The Air Force's Medical Rapid Response Force operated a 25-bed hospital with emergency medical and surgical capabilities at New Orleans International Airport. This facility relieved the US Army's 14th Combat Support Hospital (CSH) and established a contingency aeromedical staging facility team which

provided support and medical care for patients until they were evacuated to a larger medical center.

Land- and sea-based medical support along with medical evacuation by air assets provided at the tactical level in an austere environment is the key component, just as in battle, to a patient's survival. However, the difference is the scale of integration and coordination in civil support operations. Combat "support" elements like medical services are more prominent and interact in both civilian and military response systems. This may be because the permissive environment of most disaster situations affords military units a unique opportunity to quickly establish situational awareness (SA) and to directly engage operations.

Medical SA works in several different ways at the tactical level: it provides level of effort (i.e. medical threat) information to the commander and it helps pool resources to ensure the appropriate distribution of care—that the care coming from multiple sources is appropriately triaged and casualties are appropriately distributed.⁴

Often the first casualties to arrive for care are the least injured, who then occupy available resources, leaving the most injured without access to life-saving care. To ensure that medical resources are appropriately distributed across the affected area, care delivery must be prioritized at both the local level and area-wide. That's where the JTF medical components probably had their highest levels of success. Land- and sea-based forces linked evacuation capability and coordinated local resources coming back online.

The emergency medical system is generally how most casualties access the healthcare system. In disasters, casualties access the system through many entry points, e.g. private vehicle, police transport, or SAR. This results in multiple, uncontrolled demands for healthcare and concentrates the demands at atypical locations. JTF medical units in civil support missions must be ready to deal with this, becoming more "expeditionary." In simple terms, medical teams will likely be going out to locations with minimal access to support services to

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conduct basic health services, e.g. the convention center in New Orleans.

Casualties tend to concentrate locally and go to the nearest health facility. This may overwhelm local facilities in more urban settings, while other facilities in the area maybe underused. Quick military reaction medical forces alleviate this need by establishing services and a C2 structure immediately upon arrival to pass medical information and route patients. Jefferson Memorial Hospital, the 14 CSH, and the USS *Iwo Jima* successfully routed patients to the appropriate care in the immediate aftermath of Katrina while the USNS *Comfort* provided back-up support and once on station provided primary care and served as a staging platform for interagency relief organizations in both New Orleans and Pascagoula.

Today's operating environment continues to expand the emphasis on the range of military operations. The uniqueness of

the civil support environment presents different challenges to joint force medical units. These can be met by having an understanding of the tiered response system the US has in place and by understanding the role of military medical forces in civil support. Adapting tactics, techniques, and procedures used in combat operations and noted herein will add to the successful completion of many of the civil support missions given to tactical operators today and in the future.

END NOTES

¹Humanitarian Charter and Minimum Standards in Disaster Response, *The Sphere Project Handbook* The 2004 Edition is available at:

<http://www.sphereproject.org/content/view/27/84/lang.English/>.

²Joint Commission on the Accreditation of Hospitals (JCAH).

³Department of Homeland Security, *National Response Plan*, December 2004.

⁴*The Sphere Project Handbook*, 2004.

USNORTHCOM Planning for Defense Support of Civil Authorities (DSCA)

By
Mr. Nathan Toth
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When the United States Northern Command (USNORTHCOM) stood up, it inherited a number of planning tasks from the US Joint Forces Command (USJFCOM). These included a variety of functional plans (FUNCPLANS) and concept plans (CONPLANS) related to Defense Support of Civil Authorities (DSCA). The command embarked on a major planning effort to update the USJFCOM plans and to incorporate new or revised strategic guidance outlined in the *Contingency Planning Guidance and the Joint Strategic Capabilities Plan*.

Two significant events shaped the final content of the command's DSCA plans: the publication of the *National Response Plan* (NRP) and Hurricane Katrina. The NRP establishes a national, all-hazards approach to domestic incident

management across a range of activities and provides the structure for national-level policy and operational coordination for domestic incident management. USNORTHCOM DSCA planning is closely aligned with the emergency support functions and structures of the NRP. The lessons from the national response to Hurricane Katrina have also been incorporated in the DSCA plans.

USNORTHCOM's dual mission is to conduct Homeland Defense and DSCA operations. The capstone plan in the USNORTHCOM family of DSCA plans is CONPLAN 2501, *Defense Support of Civil Authorities*, approved by the Commander, USNORTHCOM in April 2006. When directed by the President or the Secretary of Defense (SecDef), USNORTHCOM fulfills its DSCA mission by responding to requests for federal assistance (RFAs) in accordance with the NRP and DOD policy and guidance. USNORTHCOM force requirements under this plan are based upon the nature of support requested by civil authorities and approved by SecDef or

the President. The command can request the necessary forces via a request for forces (RFF) processed through the Joint Staff.

CONPLAN 2501 envisions a 5-phase operation:

Phase I, Shaping:

Continuous situational awareness and preparedness. Actions in this phase include interagency coordination, exercises, and public affairs outreach.

Phase II, Staging:

Begins with the identification of a potential DSCA mission, or when directed by SecDef, and ends with DSCA response forces in receipt of a prepare-to-deploy order.

Phase III, Deployment:

Begins with the initial response force deployment and ends when response forces are ready to conduct operations in the joint operations area (JOA).

Phase IV, Support of Civil Authorities:

DSCA response operations commence. The phase ends with civil authorities prepared to assume responsibility for operations.

Phase V, Transition:

When civil authorities are able to assume responsibility with no degradation of operations, response forces begin redeployment. Success equals a complete transfer of responsibilities to civil authorities.

USNORTHCOM CONPLAN 0500, *Chemical, Biological, Radiological, Nuclear, and High-Yield Explosives (CBRNE) Consequence Management (CM)*, addresses

DSCA performed as consequence management in the aftermath of a CBRNE event. A terrorist attack on US soil or an unintentional CBRNE release, whether the result of accidents or natural events, could create catastrophic results for civil authorities.

The President of the United States or the SecDef may direct the DOD to conduct domestic CBRNE-CM operations. Key tasks include execution of DOD responsibilities and timelines outlined in the NRP and the NRP's *Catastrophic Incident Supplement*, in order to complete all SecDef-approved RFAs.

There are five phases to CBRNE-CM operations which are scoped by the tasks to be accomplished. The phasing is the same as CONPLAN 2501, with Phase IV focused exclusively on CBRNE-CM, and similarly, ends with civil authorities prepared to assume responsibility for operations.

Potential DOD responses range from small-scale through medium to large-scale operations, using correspondingly scaled command and control such as a defense coordinating officer (small-scale), or a joint task force or joint functional component command (large-scale).

CONPLAN 0500 is scheduled for completion and approval by the SecDef in September 2006.

DOD Defense Support of Civil Authorities Course

By
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Colorado Springs, CO

The upcoming hurricane season, pandemic outbreaks, the role of active duty and National Guard forces in disaster response, and discussions on the creation of a new National Operations Center for federal agency "situation awareness" have all made recent headlines. While defense support of civil authorities has gained interest in the media, the tenets of

emergency preparedness and civil support are not new to the Department of Defense (DOD). What has changed over the past few years is the DOD entity that holds the executive agent responsibilities for many of the functions associated with preparedness or support missions. One of the most recent changes resulted from an alignment of the roles and responsibilities of the civil support mission to US Northern Command. In light of this role, the commander of USNORTHCOM directed the Army Service component, USARNORTH, to

teach the DOD Emergency Preparedness Course under a revised curriculum and a new course title, "DOD Defense Support of Civil Authorities" (DOD DSCA).

The purpose of the DOD DSCA Course is to provide staff personnel with an overview of the planning, coordination, execution, and support of DSCA operations. This course also introduces students to national, state, local, and DOD statutes, directives, plans, command and control relationships, and capabilities regarding DOD support for domestic emergencies and other activities. The course is structured as the standard base-line academic training for all Defense Coordinating Officers (DCO), Defense Coordinating Elements (DCE) members, Emergency Preparedness Liaison Officers (EPLO), and the USNORTHCOM staff, plus component commands, subordinate joint task forces (JTF), Joint Directorate of Military Support (JDOMS), Joint Regional Medical Planners (JRMP), National Guard Bureau, and Service staffs directly involved in DSCA missions. The DOD DSCA Course is available to interagency and intergovernmental audiences to provide broad-based professional development. Potential Federal Coordinating Officers (FCO), Department of Homeland Security personnel, Federal Emergency Management Agency (FEMA) staff, and State Emergency Management personnel could provide valuable curriculum feedback and help to bridge gaps with interagency and intergovernmental training and procedures.

The course is built in three phases with each phase of instruction designed to build on the previous phase. The first phase consists of a series of web-based advance distributive learning preparatory courses. This phase provides a broad overview of DOD DSCA with respect to the *National Response Plan* (NRP) and the many governmental and interagency teams. Phase one is a prerequisite for attendance and requires the prospective student to complete two FEMA courses: IS 700–*National Incident Management System* (NIMS): An Introduction; and IS 800–*National Response Plan* (NRP): An Introduction.

The second phase of the course consists of four-and-a-half days of academic classes and exercises. Phase two uses a seminar format and interactive discussion-based instruction with subject matter experts and guest speakers who have recent and relevant civil support experience. This phase also employs a series of scenario-driven exercises designed to integrate course content with decision making and role playing. The purpose of this phase is to immerse the training audience in an interactive learning environment and provide exposure to the governmental, interagency, and DOD response roles and missions presented in phase one.

Phase three is a post-course continuing education program. Its purpose is to provide graduates with DSCA informational updates and changes which are to be integrated into phase two of the course. Graduates are updated via electronic mail and online postings with updated references, lessons learned from events and exercises, as well as procedural changes relevant to the DSCA mission.

The first delivery of the DOD DSCA course occurred at USNORTHCOM Headquarters on 13–17 March 2006. The class was taught by USARNORTH instructors as well as subject matter experts from the National Guard Bureau, US Coast Guard, US Army Corps of Engineers, FEMA, Joint Staff J-3, Joint Directorate of Military Support, Joint Regional Medical Planners, and Joint Task Force—Civil Support. Highlights of the week included guest speakers Rear Admiral Joel Whitehead, Assistant Commandant for Governmental and Public Affairs and Chief of the US Coast Guard's Congressional and Governmental Affairs staff, and Colonel Lavern "Bullet" Young. Colonel Young served as a Defense Coordinating Officer in Region IV and is projected to become the Defense Coordinating Officer for Region VI. Also on hand to provide an interagency perspective as senior mentor was VADM (ret) James D. Hull, former USCG 5th District CC.

The course will be taught as an in-residence class in San Antonio, TX, ten times a year, with an equal number of

The DOD DSCA Course is available to interagency and inter-governmental audiences to provide broad-based professional development.

mobile training team classes conducted at locations such as USNORTHCOM, Washington DC, Alaska, Guam, and Hawaii. See the following website for

course registration information:
<http://www.arnorth.org>.

JTF North and Homeland Security Support

By
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Fort Bliss, TX

Joint Task Force (JTF) North, based at Fort Bliss, Biggs Army Airfield, Texas, is comprised of active duty and reserve component Soldiers, Sailors, Airmen, Marines, and Department of Defense (DOD) civilian employees and contracted support personnel.

JTF North is the DOD organization tasked to provide homeland security support to the nation's federal law enforcement agencies in the interdiction of suspected transnational threats within and along the approaches to the continental United States.

Transnational threats are those activities conducted by individuals or groups that involve international terrorism, narcotrafficking, alien smuggling, weapons of mass destruction, and the delivery systems for such weapons that threaten the national security of the United States.

JTF North's homeland security mission aligns the JTF with US Northern Command (USNORTHCOM), its higher headquarters. The DOD established USNORTHCOM in 2002 to consolidate, under a single unified command, existing missions that were previously executed by other military organizations. Headquarters USNORTHCOM is located in Colorado Springs, Colorado.

USNORTHCOM's area of operations includes the air, land, and sea approaches and encompasses the entire North American continent and the surrounding water out to approximately 500 nautical miles.

JTF North homeland security support is based on threat assessments and

support requests submitted by federal law enforcement agencies. JTF North serves as a force multiplier by enhancing the federal law enforcement agencies' effectiveness through the application of DOD unique technologies and capabilities.

The military personnel who perform homeland security support missions within the continental United States operate strictly in a support role; federal law prohibits the use of active duty and reserve military personnel in a direct law enforcement capacity. Military personnel on JTF North missions do not conduct searches, seizures, arrests, interrogations, or collect intelligence on US citizens or organizations.

JTF North routinely executes homeland security support operations along both the southern and northern borders and within the continental United States. Support provided to the federal law enforcement agencies includes: aviation reconnaissance; aviation forward-looking infrared (FLIR); unmanned aircraft systems; ground surveillance; ground/air surveillance radar; ground sensor operations; ground transportation; air transportation; dive operations; technology demonstrations and assistance; engineer support missions including road construction and improvement, perimeter security lighting installation, fence and vehicle barrier construction, mobility/counter mobility construction; training support; and intelligence support.

Homeland security support operations provide the military units and personnel with tremendous training opportunities. The support missions enhance individual military skills and accomplish unit tactical training events. In a single JTF North operation, units typically train on at least ninety percent of their mission essential tasks. While deployed on JTF North missions in the Southwest states, many of the units also conduct

concurrent military training at some of the nation's largest military training facilities.

Since its inception, JTF North has completed over 5,900 missions in support of federal, state, and local law enforcement agencies and counterdrug task forces throughout the nation.

The JTF North staff of DOD professionals is committed to accomplishing the joint task force's mission. Their dedication to the homeland security support role is best summed up in JTF North's motto, '**Service to the Nation.**'

For additional information on about the JTF-North mission, visit its website: www.jtfn.northcom.mil.



Military personnel during a homeland security support mission along the approaches to the continental United States. [Photo furnished by JTF North]

Joint Task Force Civil Support (JTF-CS) and Exercise Ardent Sentry 06

By
Col (S) Gus Schalkham, USAF
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The ability to execute a plan must be tested. A major exercise demonstrates the capacity to answer the call when needed. Such an opportunity came during exercise Ardent Sentry 06 (AS06), a Joint Chiefs of Staff-directed exercise to rehearse cooperation between Department of Defense (DOD) assets and local, state, and federal agencies as well as the Canadian government 10-16 May.

The exercise provided an opportunity to test out several scenarios: terrorist attacks involving chemical and radiological elements in and around Detroit, Michigan, and Windsor, Ontario; the emerging human-to-human spread of the H5N1 virus, more commonly known as avian flu; a hurricane off the coast of Florida; and a plague in Mexico reaching across the border into Arizona and New Mexico.

In the initial DOD exercise response phase in Michigan, JTF-CS, under the guidance of US Northern Command (USNORTHCOM), deployed their command assessment element (CAE) team to Port

Huron, Michigan. The 15-person CAE team, lead by the JTF-CS commander, Major General Davis, arrived at Selfridge Air National Guard Base (ANGB), Michigan, in response to a terrorist attack with a vehicle-borne improvised explosive device that led to a large chlorine release in Port Huron which is northeast of Selfridge ANGB.

The purpose of a CAE team is to make an evaluation of potential shortfalls in state and federal capabilities which may become requests for DOD assistance. The CAE team's assessment is based on knowledge of agent effects, the harm they cause, and how best to counteract them given the magnitude and severity of the incident. Their assessment is used to scope the catastrophic event problem and to recommend DOD resources for anticipated mission assignments (MAs).

"The assessment identifies potential shortfalls, methods of response, anticipated actions, and required forces which helps USNORTHCOM conduct mission analysis and prepare their commander's estimate. The team will gain situational awareness of the incident and make an assessment of support needed by the Primary Federal Agency (PFA). This is

accomplished in coordination with state civil and military officials,” said Richard Burmood, a senior planner for JTF-CS.

JTF-CS is the Nation’s only standing joint operational headquarters dedicated exclusively to planning and integrating DOD forces in response to domestic chemical, biological, radiological, nuclear, and high-yield explosive (CBRNE) incidents. JTF-CS is assigned to USNORTHCOM.

Headquartered in Ft. Monroe, Virginia, JTF-CS is comprised of active duty, reserve, and guard members who represent all the branches of the military, which makes this very much a joint environment. To supplement this unit is a large contingent of civilians who bring many areas of expertise.

JTF-CS plans and integrates DOD support to the designated PFA for domestic CBRNE consequence management operations. When directed by the commander of USNORTHCOM, JTF-CS deploys and executes timely and effective command and control (C2) of designated DOD forces providing support to civil authorities in order to save lives, prevent injury, and provide temporary critical life support.

“We are always in support of the civil authorities. Providing support to local, state, and federal agencies is the reason we exist,” said Major General Bruce Davis, JTF-CS commander.

In the exercise portion of AS06 in Michigan, FEMA was designated the PFA for consequence management. The commander of USNORTHCOM was the supported combatant commander and JTF-CS the supported component commander. All other subordinate commands were supporting.

Responding on its own initiative is not an action JTF-CS can do. Instead, a request for DOD assistance must come from the state itself to the President of the United States, who can grant the approval and then in concert with the Secretary of Defense the necessary DOD assets can be tasked.

For this exercise, a simulated high-yield “dirty” bomb was set in Detroit. As the exercise unfolded the local and state

capabilities were overwhelmed and asked for federal assistance. The decision was made to bring in military support, which meant JTF-CS would deploy to Selfridge ANGB, Michigan, as a Base Support Installation (BSI).

The selection of a BSI is important for many operating and logistics purposes. Choosing a military installation adds to the security for the military forces in a potential terrorist environment.

Once in Selfridge the JTF-CS had to set up their joint operation center (JOC). Mr. Ken Lucas, the Deputy Director for Operations, described the JOC as, “the focal point of information management and direction of operations for the JTF headquarters to support civil authorities.” He added, “the primary functions of the JOC are to maintain situational awareness in the area of operations (AO) and coordinate information flow across all staff elements.”

JTF-CS is resourced as a standing C2 headquarters prepared to respond in the event of a CBRNE incident and has no assigned forces. This means accurate and timely situational awareness is vital in order to rapidly assemble the required CBRNE response forces drawn from throughout the DOD and deployed by the force providers based on approval of the Secretary of Defense.

During the exercise JTF-CS worked with the simulated joint field office (JFO) in Lansing, Michigan. From there all requests would come in the form of mission assignments. Once those assignments are approved by USNORTHCOM, JTF-CS turns them into orders that work their way to subordinate military units.

Those DOD response forces are organized by JTF-CS into three distinct functional task forces, relayed Air Force Colonel Jim Wolcott, JTF-CS Director of Operations. The three are: Task Force Medical (TFM), Task Force Support (TFS), and Task Force Response (TFR). “Each has its assets that complement the types of relief citizens caught in the crossfire of either a man-made or natural disaster require.

TFR normally deploys early in the force flow and will provide those resources

If there is a possibility at all that we can help in any way during a crisis situation, we’ll be there when called....

“We are the only Department of Defense command and control-specific unit for the CBRNE consequence management response mission.”

needed to alleviate and augment the efforts of the first responders by monitoring, marking, decontamination, hot-zone extraction, and incident site management.

In addition, TFR will normally be employed the closest to the actual incident site. They would also be responsible for going out to survey and mark areas that had been affected by agents in the multiple attacks.

TFM has medical augmentation, medical evacuation, and life support capabilities. “TF Medical is responsible for making sure any civilian requests for medical support can be filled, including evacuations, providing surgical assets, dealing with medical logistics, and treating patients,” said Army Lieutenant Colonel Wendy Harder, TFM commander. She deployed with members of the 44th Medical Command from Ft. Bragg, North Carolina.

TFS has the preponderance of the logistics support capabilities and focuses on MAs in such areas as displaced population and mortuary affairs. Army Major Robert Caviness, the task force operations officer of the 43d Area Support Group from Ft. Carson, Colorado, elaborated on their role. “TF Support’s mission is two-fold: supporting its fellow task forces and providing logistics support to JTF-CS. We can also provide transportation, aviation, engineer, supply, laundry, shower and mortuary affairs assets in a CBRNE situation.”

During the exercise the mortuary affairs aspect of the exercise was not ignored as the simulation established there were 5,000 contaminated bodies. JTF-CS at the direction of FEMA

augmented country coroners in affected counties to assist the state in mortuary collections. This included search and recovery in contaminated and non-contaminated environments, transport, storage, and victim identification.

“Exercises like this are tremendously important, not only to our unit, but to the nation as a whole,” said Air Force Colonel Jim Wolcott, JTF-CS, Director of Operations and Readiness. “If something like this were to really happen, we’d be there to help save lives, prevent suffering, and perform critical lifesaving tasks in support of the lead civilian agency on the ground.”

As with any exercise, functioning communications equipment is a must. The end goal, said Air Force Colonel Babette Lenfant, JTF-CS Director of Communications, “is to take stock of the strengths and weaknesses of existing systems. It’s a great opportunity to see it all and during this exercise we had many challenges and great support.”

Major General Bruce Davis summarized, “We are the only Department of Defense command and control-specific unit for the CBRNE consequence management response mission.” This exercise gave us an opportunity to see where we are in that process and to evaluate our capabilities. I am confident in our abilities to carry out our mission.”

No matter how well a plan is written success is not guaranteed. The personal preparation and execution of a plan is a tremendous tool for measuring capabilities. Exercises, such as AS06, are invaluable not only to the commander, but the men and women who have to meet the call.

Improved Search and Rescue (SAR) Operations for the Hurricane Season

By
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Everyone remembers helicopters over New Orleans last September conducting search and rescue (SAR) in the aftermath of Hurricane Katrina. Just like 9/11, we have these images firmly ingrained in our minds as US Coast Guard- (USCG), National Guard-, and USNORTHCOM-assigned helicopters accomplished the largest response to a natural disaster in American history. Although it was a heroic effort by all involved, there is room to improve effectiveness and efficiency by further integrating operations.



US Navy Search and Rescue (SAR) Swimmer Aviation Warfare Systems Operator 1st Class Tim Hawkins retrieves a evacuee victim of Hurricane Katrina from a rooftop in New Orleans. (USN Photo by PH3 Jay C. Pugh)

USNORTHCOM, National Guard Bureau (NGB), and the Mass Rescue Working Group (MRWG) (under the National SAR Committee) wasted no time gathering lessons learned and recommendations for implementation for this year's hurricane season. After-action-review meetings were held in October 2005 at USNORTHCOM and in November 2005 at the NGB, the National Guard Aviation Conference, the USCG, and the MRWG.

In February 2006, the White House and Congress released after action reports (AARs) on the response to Hurricane Katrina. USNORTHCOM was already well

ahead in the planning and coordinating pre-scripted mission assignments for DOD resource requirements to support the Federal Emergency Management Agency (FEMA) this hurricane season. Based upon these AARs, lessons learned, and recommendations, USNORTHCOM took the initiative to hold a key interagency catastrophic conference to integrate operational planning.

On 1-2 March 2006, USNORTHCOM hosted an interagency Catastrophic Incident Rapid Response Planning Conference at the US Air Force Academy to work SAR operational planning. This conference focused on the following objectives: saving lives, sustaining lives, and initial damage assessment with particular focus on pre-incident preparation, command and control (C2), and communications. Specific gaps between local, state, National Guard, non-DOD agencies and DOD were identified. Following the conference, USNORTHCOM hosted a series of video teleconferencing (VTC) meetings to facilitate gap analyses and to integrate SAR operations concepts.

In March 2006, FEMA requested DOD planners to assist in developing a pre-storm evacuation plan for Louisiana residents in coastal region cities and parishes. Following coordination, on 5 April 2006 USNORTHCOM sent a small planning team to the joint field office (JFO) in Baton Rouge, LA, to assist FEMA in planning. Last season's severe damage put many Louisiana citizens at higher risk this year because they live in temporary housing (trailers and mobile homes).

In May 2006, USNORTHCOM planners at the JFO facilitated key SAR planning meetings between City of New Orleans, State of Louisiana Depart of Wildlife and Fisheries (LDWF) [Louisiana SAR primary agency], Louisiana National Guard (LANG), USCG, NGB, USNORTHCOM, and FEMA planners. The following key doctrinal areas were integrated: inland civil SAR, maritime SAR, close air support (CAS), urban search and rescue (US&R), and mass rescue operations. Key

concepts integrated into SAR planning include: the lessons learned from Hurricane Katrina, work accomplished at the 1-2 March SAR conference, and the SAR gap analyses VTCs. The Louisiana group of local, state and federal agencies “harnessed these doctrinal concepts” to finish the work on developing a *Catastrophic SAR Standard Operating Procedure (SOP)*. The primary draft *Catastrophic SAR SOP* was coordinated and delivered 31 May 2006, in time for hurricane season 2006.

Following the *Catastrophic SAR SOP* development, LDWF and LANG began drafting a detailed Louisiana SAR plan utilizing the *Catastrophic SAR SOP* as the “mother document” with an initial draft State of Louisiana SAR plan delivered 7 July 2006. LDWF continues refining this state SAR plan and conducted communications and operational SAR exercises in June and scheduled an additional SAR exercise for the first week of August. Now, let’s look at some new catastrophic SAR concepts.

CATASTROPHIC SAR INNOVATION

The *Catastrophic SAR SOP* brings together traditional SAR procedures with innovative interagency integrating procedures linking together local, state, and federal partners and agencies. These innovations accelerate coordinated SAR response and make fully integrated air, land, and maritime SAR operations more efficient. The SOP standardizes communication architectures and frequency plans by using standard terminology and common search maps (grids) for air and ground. This SAR innovation merges the doctrine of CAS, US&R, inland civil SAR, maritime SAR, and mass rescue operational concepts.

The traditional SAR time-line of post-landfall response was migrated to a much more proactive pre-landfall stage well before the event/incident. Pre-landfall, high-interest facilities, such as hospitals, nursing homes, and marshalling areas, will be closely monitored to determine completion of evacuation and to track their status throughout the storm. Probable forward operating bases (FOBs) and SAR evacuee “lillypads” will be identified early. “Lillypads” are initial drop-off points that support follow-on evacuation. Ready-to-execute planning templates have been developed to facilitate

time-critical preparation just as a hurricane approaches. Examples of pre-landfall planning templates include the Air Forces Northern (AFNORTH) Contingency Response Air Support Schedule (CRASS) and pre-incident Federal Aviation Administration (FAA) notices to airmen (NOTAMs) text and temporary flight restriction (TFR) templates.

The overall SAR process involves taking the evacuee from the hazardous danger/incident zone to safe shelter utilizing an orderly flow of a combination of air, maritime, and land SAR and transportation forces. SAR helicopters are pre-positioned and initial SAR responses are planned during the storm so interagency SAR execution can begin while winds diminish to within equipment limits from hurricane to tropical storm or lower strength. Early projected damage assessment allows SAR planners to schedule immediate response even as the storm is still approaching.

During landfall, high-interest facility tracking is updated, initial and reinforcing SAR assets are identified, immediate response SAR plans are finalized with search teams efficiently scheduled based upon their unit’s SAR capabilities, and active airway monitoring is accomplished to ensure citizens can be rescued as soon as possible.

Traditionally, three types of searches are accomplished during the response phase: HASTY, PRIMARY, and SECONDARY. This year a fourth type of SAR was added, the SMART SAR, which begins well before the event/incident. The definitions for each of the SAR types are as follows:

1. SMART—

The incident commander identifies “targets” where individuals did not, or were unable to, evacuate prior to storm landfall. The locations are quickly assessed to determine if the “targets” are high-interest facilities with larger or special interest populations. Quick-reaction air, maritime, and land SAR forces would be sent to save lives, to conduct rescues, and to continue to evacuate citizens.

2. HASTY—

This is a fast-paced visual inspection of the search area accompanied by vocal or audio hailing to locate victims. Hasty SAR

is primarily an air effort with maritime and ground SAR forces called-in as necessary.

3. PRIMARY—

This is a walking inspection. Land SAR forces walk completely around every building and look into windows and doors accompanied by hailing to locate victims. Primary SAR may include entry into buildings within the search area. Primary SAR is predominantly a ground effort supported by air and maritime SAR forces.

4. SECONDARY—

This is the highest standard SAR. A systematic deliberate search of every room and every building is conducted. Normally this includes a forced entry. This SAR will primarily involve land forces.

In 2005, SAR resources were not assigned to meet time-driven mission objectives. Pushing resources to the incident was the focus, not time-critical efficient life-saving. This year a timeline for immediate response during post-landfall sets a timeframe for SAR based upon how long affected citizens are expected to live (survival timeframe) under the observed and expected environmental conditions. This process ensures resources (forces) are efficiently scheduled to meet the SAR timeline and to efficiently save lives.

Post-landfall, the goal of the **immediate response phase**, includes SMART SAR completion within the first 12 hours and HASTY SAR completion within 24 hours to minimize potential evacuee duress and to save lives as soon as possible. The **deliberate response phase** leads to PRIMARY SAR beginning within 24 hours of landfall with expected completion within 4 days. Finally, traditional SECONDARY SAR follows PRIMARY SAR for a duration as long as necessary.

One important concept incorporated is persistence. Air, maritime, and land SAR forces will be scheduled across the incident zone during all phases of SAR to ensure multiple opportunities for rescue are available to potential evacuees.

This year integrated land and maritime SAR teams along with air SAR assets work pre-coordinated local or national SAR

supplement grids to ensure timely pickups and drop-offs at key lillypads that have medical, food, and water supplies, and provide minimum protection from the weather elements. Air and maritime/land grid systems will be linked and distributed early. Better evacuee tracking methods and on-call SAR units are postured for the most effective and integrated SAR response. Planning continues for post-storm mass evacuation contingencies from staging areas that were unable to complete evacuation pre-storm. Now, let's examine the USNORTHCOM team that assisted in the planning.

THE USNORTHCOM TEAM

The USNORTHCOM planning team sent to support FEMA led planning in Baton Rouge, LA, consists of the core cross-sectional joint plans team (JPT) from the Standing Joint Force Headquarters-North (SJFHQ-N) at HQ USNORTHCOM. Assisting the SJFHQ-N core planners are planners from USTRANSCOM, Joint Regional Medical Planners (JRMP), and USNORTHCOM component planners from Army North (ARNORTH) and AFNORTH.

PARTNERSHIP

The LDWF, LANG, New Orleans Louisiana police (NOLA), fire, emergency medical services (EMS), and Emergency Support Function (ESF) 9 were particularly key in SAR planning, working integrated SAR solutions at the state and local levels.

The USCG played a significant role in SAR planning and the development of the SAR SOP. HQ USCG, LANTAREA, USCG District 8, Sector New Orleans, Air Station New Orleans provided many key SAR experts, facilities, and personnel to contribute to the SAR planning.

AFNORTH, USNORTHCOM's Air Component, played a key role in developing the Louisiana SAR plan. AFNORTH coordinated with the LDWF, as Louisiana State lead for SAR operations, and LANG, to ensure incorporation of airborne C2 and airspace coordination with the FAA. Integrated AFNORTH SAR planning with USCG, LDWF and the LANG will likely preclude the challenges of integrated air, maritime, and land rescue observed during the Hurricane Katrina response.

ARNORTH, USNORTHCOM's Army Component, assisted in planning evacuation and SAR coordination with local and state agencies including the LANG. Should USNORTHCOM forces be required to execute, ARNORTH is ready to stand up a joint task force to execute operational missions in support of the State of Louisiana.

NGB provided key senior planners at the JFO Baton Rouge and provided key planning input concerning SAR operations, forces, and Emergency Management Agreement Compact (EMAC) plans.

LESSONS APPLIED

USNORTHCOM is applying the Senate's Recommendation 15 (Interagency Coordination—DOD and Department of Homeland Security [DHS] should improve their coordination) on integrated federal response to incidents from their recent "Report of the Senate Committee on Homeland Security and Governmental Affairs, May 2006." This recommendation includes but is not limited to the following:

1. Recommendation: DOD should continue to provide experienced officers to assist DHS officials in incident response. **Action:** DOD has provided planners to support FEMA for this hurricane season at the JFO Baton Rouge.

2. Recommendation: DOD should streamline its existing, cumbersome process for mission assignments (MAs), particularly as applied in the event of a catastrophe. **Action:** USNORTHCOM drafted 18 MAs to support FEMA in a hurricane response and Joint Staff J-3 Operations has pre-approved 16 of those MAs. Additionally, Louisiana planners have drafted 14 unique MAs to support FEMA, state, and local parishes; these are still being staffed. Four SAR-specific MAs have been identified.

3. Recommendation: Key DOD personnel who may be called to participate in DOD's response efforts should receive training on the National Response Plan (NRP), the National Incident Management System (NIMS), and the Incident Command System (ICS). **Action:** SJFHQ personnel are trained in the NRP, NIMS and ICS, in order to support civil agencies. SJFHQ-N has hurricane response

experience from Hurricanes Katrina and Rita.

4. Recommendation: DOD and DHS should coordinate to expand the presence of DHS officials at USNORTHCOM, and as appropriate US Pacific Command (PACOM), and integrate DHS officials into USNORTHCOM's and PACOM's planning, training, and exercising, and response to incidents or disasters. **Action:** USNORTHCOM has drafted a Defense Support to Civilian Authorities (DSCA) Contingency Plan, received an approved Standing Execution Order for DSCA, and incorporated a hurricane scenario into Ardent Sentry '06 (May 06) to be better prepared for this season.

5. Recommendation: DOD and DHS should develop an inventory of assets under DOD's control that are most likely to be needed in response to a disaster in order to enable expeditious deployment should they be required. **Action:** USNORTHCOM, in coordination with DHS, has developed several force packages for future requests for forces (RFFs) including helicopters, SAR-related and communications equipment, and medical gear that can be assigned to USNORTHCOM to support FEMA in coordination with the National Guard operations.

CHALLENGES

Work continues on two challenges: C2 and communications. Large-scale and catastrophic planning has ensured C2 and communications architectures are sound. Testing through interagency exercises continues to fine tune C2 and communications planning and has resulted in notable progress. Evacuation and SAR planning is way ahead of last year's actual response. That is good news for Louisiana residents.

CONCLUSION

USNORTHCOM and FEMA planners continue to refine and exercise their planning products. They have established a baseline evacuation and SAR plan that should be exported for other states to consider. DOD and DHS have made significant progress in preparedness for this hurricane season. Future incidents will have a more fully integrated and timely response to save lives and care for our citizens. While focused on hurricane incidents, the catastrophic SAR principles

can and will be used for other hazards /incidents.

Tremendous progress has been made in Louisiana and the *Interagency All-*

Hazards Emergency Response SOP can be used as a catastrophic SAR national template.

NORAD-NORTHCOM Building Interagency Relationships with Non-DOD and DOD Agencies

By
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INTRODUCTION

US Northern Command (USNORTHCOM) has two major missions: Homeland Defense (HD) and military assistance to civil authorities including consequence management. While USNORTHCOM is prepared to defend the homeland at all times, defense support of civil authorities (DSCA) missions are executed each year in response to major disasters such as the Hurricane Katrina response efforts in September 2005. The agencies' response actions for such disasters is the *National Response Plan* (NRP).

Interagency coordination is a critical link in USNORTHCOM's ability to execute DSCA missions. The NORAD - USNORTHCOM Interagency Coordination Directorate (N-NC/IC) is the executive agent responsible for facilitating the integration and synchronization of interagency activities to ensure mutual understanding, unity of effort, and full spectrum support to and from NORAD and USNORTHCOM. As such, N-NC/IC coordinates with federal agencies, nongovernmental organizations (NGO), private sector, National Guard Bureau (NGB), and other N-NC staff directorates to facilitate interagency engagement. Additionally, N-NC/IC is working closely with its Canadian and Mexican civil agency counterparts to help develop a better understanding of how to facilitate cross border disaster response. This interagency engagement is accomplished in a variety of ways leveraging agency representatives and Interagency Coordination Officers (ICOs). In general, N-NC/IC facilitates engagement through

planning, exercises, and operations with partner agencies, as well as through the N-NC commander's Joint Interagency Coordination Group (JIACG).

AGENCY REPRESENTATIVES

One of the main ways that N-NC/IC engages with partner agencies is through agency representatives. N-NC has three types of agency representatives: resident representatives, local area representatives, and national representatives. Resident representatives live and work day-to-day at NORAD-USNORTHCOM headquarters at Peterson Air Force Base in Colorado Springs, Colorado. It is important to note that, depending on their function; most resident representatives reside and work with N-NC staff sections, other than N-NC/IC. For example, the Federal Bureau of Investigation (FBI) resident representative works with the Intelligence Directorate (N-NC/J-2) to facilitate information sharing in the N-NC Joint Intelligence Operations Center (JIOC). Resident representatives serve as the backbone of the N-NC JIACG.

Local area representatives include agency representatives from Colorado Springs, Denver, or other local areas who have been designated by their parent organizations to act as the point of contact for N-NC issues. These local area representatives give a unique perspective to N-NC/IC in that they are generally performing their agency duties on a day-to-day basis and perform actions for N-NC/IC as additional duties. One drawback to having local representatives is that due to the nature of their duties, they are oftentimes directed to deploy to an event during a real-world situation. When this occurs, the agency usually sends a qualified, although less familiar, replacement to N-NC headquarters for the duration of the response efforts.

While USNORTHCOM is prepared to defend the homeland at all times, defense support of civil authorities (DSCA) missions are executed each year in response to major disasters such as the Hurricane Katrina response efforts in September 2005.

National representatives include agency points of contact at the national headquarters of some of the federal agencies. These representatives act as the single point of contact for the agency. National representatives have a broad knowledge base about their respective agency. In general, they provide a key link to the entire agency. The Department of Energy (DOE) is one example of an N-NC/IC national representative with the ability to reach within the parent organization for support. The N-NC/IC national representative for DOE is from the Office of Emergency Response (NA-42). During the response to Hurricane Katrina in September 2005, N-NC/IC identified the need to have a DOE representative in the Interagency Coordination Cell. N-NC/IC contacted the DOE national representative and he coordinated to have a representative from the Office of Emergency Operations (NA-40) deploy to N-NC headquarters to provide on-site interagency coordination, assistance and planning with DOE.

INTERAGENCY COORDINATION OFFICERS

In addition to agency representatives, N-NC/IC employs a limited number of Interagency Coordination Officers (ICOs) to help build interagency relationships. On a day-to-day basis, ICOs are charged with building relationships with key federal agencies so that in a time of crises, the N-NC staff can leverage these relationships to keep the commander informed, to anticipate requests for assistance, and to keep partner agencies informed about DOD actions. Each ICO has a portfolio of agencies depending on functional area. For example, the chemical, biological, radiological, nuclear and high-yield explosives (CBRNE) subject matter expert (SME) builds relationships with the Department of Energy (DOE), the Department of Health and Human Services (DHHS), the Environmental Protection Agency (EPA), the Nuclear Regulatory Commission (NRC), and the Defense Threat Reduction Agency (DTRA).

ICOs build relationships with assigned federal agencies in many ways. One of the major responsibilities that ICOs must accomplish is to build personal relationships with the staff of the federal agencies within their portfolio. These personal relationships are critical in times of crisis. ICOs are able to contact agency

staff members to gain insight into agency priorities and actions. These relationships are built by the ICOs participating in common planning, training, and operations with the agency partners.

Since the advent of the NRP, there has been a marked increase in the amount of all-discipline, all-hazard planning within the interagency. One of the key aspects of this planning is that agencies are reaching out to one another to build consensus by coordinating approval of their plans. As a result, planning conferences with multiple agencies being represented is becoming the norm. Depending on the functional area, ICOs from N-NC attend and participate in these planning conferences to ensure DOD issues are addressed and to help inform other agencies about DOD processes and procedures. ICOs are also able to build relationships with action officers from other agencies.

DOD is also attempting to reach out to non-DOD agencies to gain their input into DOD plans. The Joint Operation Planning and Execution System (JOPES) Volume I is currently being re-written and staffed to include a new coordination process. USNORTHCOM CONPLAN 2002 will likely be the first DOD plan within the continental United States to go through this new process. Since CONPLAN 2002 is a DOD document and DOD cannot task other federal agencies, the current interagency annex (Annex V) only requests actions from other federal agencies. To turn these requests into tasks that the designated agency must accomplish, Annex V will be repackaged as a political-military (POLMIL) plan and vetted through the National Security Council (NSC). Once approved by the NSC, the POLMIL plan will direct other federal agencies to provide the support to DOD that is necessary to accomplish the HD mission. Additionally, through the use of various JIACG working groups which focus on specific issue areas, N-NC supports current and future planning requirements in areas such as law enforcement and security, and pandemic influenza and earthquake/tsunami hazard predictions.

Common training and exercises are another critical aspect of building interagency relationships. Many training opportunities from other agencies have been extended to DOD participation. ICOs attend and participate in this training to

not only gain other agency knowledge and experience, but also to share their own DOD experiences with other agencies. National-level, interagency exercises have also become commonplace. The Top Officials (TOPOFF) series of exercises is a good example. N-NC conducts two national-level exercises each year, Ardent Sentry and Vigilant Shield, and attempts to gain maximum participation from other federal agencies. During these exercises, the N-NC Interagency Coordination Cell is stood up on a 24-hour day, 7 days a week, basis to provide interagency coordination and analysis for the command. The combining of DOD and Department of Homeland Security (DHS) and other NRP associated agencies into a national exercise program serves as a desirable and eventful goal to ensure optimal interagency planning and operations support of the homeland.

Finally, ICOs and agency representatives provide a critical link between the geographical combatant

command and non-DOD agencies during incident management operations. During the response efforts to Hurricane Katrina, ICOs and agency representatives worked 24 hours a day, 7 days a week to coordinate actions, anticipate future requirements, and to keep leadership informed, both internally and externally to N-NC. The relationships that the ICOs and agency representatives previously built on a daily basis were used to accomplished effective coordination.

CONCLUSION

Interagency coordination is a nebulous term; it can mean many different things to different people. Ultimately, interagency coordination is about building relationships between staff members of the various federal departments and agencies. N-NC/IC focuses on building these relationships and agreed upon procedures and processes through the use of agency representatives and interagency coordination officers.

Data Sharing for Maritime Domain Awareness

By
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Maritime Domain Awareness (MDA) has been defined as the effective knowledge of all activities associated with the global maritime environment that could impact the security, safety, economy, or environment of the United States.

Numerous federal and state entities are responsible for carrying out activities that contribute to overall maritime domain awareness. MDA requires information ranging from the detailed mapping of the coastal ocean floor to strategies that identify the multitude of vessels that operate along the more than 95,000 miles of shoreline and in the 25,000 miles of navigable waterways and 3.4 million square miles of open water that comprise the US economic exclusion zone. MDA represents an important tool that can be employed to further protect the safety and security of the United States and the continued operation of the maritime transportation industry in US waters.

—Subcommittee on Coast Guard and Maritime
Transportation Hearing on MDA, October 2004

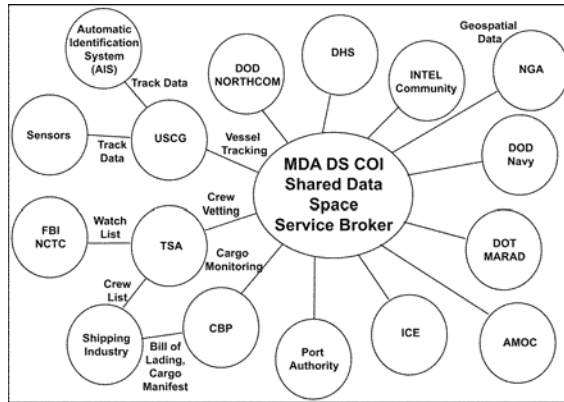
INTRODUCTION

In the post 9/11 Global War on warfighters, law enforcement, first responders, industry, and other stakeholders is paramount. The Department of Defense (DOD) is moving away from the old principle of “need-to-know” to “need-to-share.” This paradigm shift, while sounding simple, mandates an entirely new way of doing business, accomplishing the mission, and “putting the cursor on target.”

A key challenge of the information sharing practice is the exchange of data among organizations that have no historic requirement to communicate with one another. In particular, this includes connectivity between the DOD and the civilian side of the Federal Government.

DOD policy indicates that information sharing is best accomplished through the establishment of Communities of Interest (COI). A COI is the inclusive term used to describe a collaborative group of stakeholders that exchange information in pursuit of their shared goals, interests,

missions or business processes, and activities. A COI gives members visibility into available information resources and leverages other members' knowledge base. Creation of the Maritime Domain Awareness Data Sharing Community of Interest (MDA DS COI) enhances data sharing among a host of data users across both DOD and the civilian agencies supported.



MDA Data Sharing Community of Interest

BACKGROUND

The Maritime Domain Awareness – Implementation Team (MDA-IT) was established in November 2005 under the authority of the National Security Presidential Directive (NSPD-41) and Homeland Security Presidential Directive (HSPD-13). The MDA-IT is chartered to generate a MDA concept of operations (CONOPS) and a set of requirements and capabilities for the MDA mission area. The MDA DS COI was also established, under separate authority of the Office of the Assistant Secretary of Defense/Networks and Information Integration. With leadership in place, the CONOPS, a requirements study, and a common vocabulary will be generated.

MDA DATA SHARING COMMUNITY OF INTEREST

The MDA DS COI stood up on 22 February 2006. Chartered with enabling and enhancing the flow of data between military and civilian organizations, the MDA DS COI is developing a common maritime vocabulary and demonstrating the capability to share this data. Thus, the community is generating a shared vocabulary for the information it maintains and exchanges via a shared data space. Data in this information space must be visible, accessible, and understandable for all members of the community. Information sharing within the community represents the most efficient

interoperability and the most tangible instantiation of the principles of net centrality. The COI gives members visibility into available information resources and leverages other members' knowledge base. The benefits of the COI include, but are not limited to:

- increasing interoperability,
- enhancing data sharing,
- resolving common issues,
- increasing volume,
- increasing speed,
- capturing known and unanticipated users,
- establishing common standards,
- providing data operations and maintenance (O&M),
- delivering common services,
- providing a common lexicon, and
- institutionalizing tactics, techniques, and procedures.

The Department of Defense (DOD), represented by US NORTHERN Command, in partnership with the Department of Homeland Security (DHS), represented by the United States Coast Guard, established a Maritime Domain Awareness Data Sharing Community of Interest (MDA DS COI) in February 2006. The MDA DS COI is piloting web-based data services to improve maritime situation awareness supporting federal, state, local, tribal, commercial, and international partners tracking vessels, cargo, and people of interest. This community-based pilot will develop a common vocabulary, and data services rendering maritime data visible, accessible, and understandable for authorized data users. The data users will post their data with appropriate context-related tags to improve the precision of subsequent data discovery and understanding. This effort is identifying and documenting a repeatable process to be applied to additional data sources in future pilot spirals for MDA and will be examined for applicability to other information sharing challenges. The MDA DS COI pilot goal is to demonstrate a methodology to increase maritime situational awareness and improve the security and defense of US borders and interests through the detection, tracking, interception, or interdiction of vessels, cargo, and people of interest within the maritime domain.

— Principal Deputy Assistant Secretary of Defense (Networks and Information Integration) before the House Committee on Government Reform on the Need to Know Information Sharing Lessons for Disaster Response, 30 March 2006

The MDA DS COI supports members by promoting data posting, establishing a shared space, and creating metadata catalogs. Data within the COI will be “exposed” within the community or across the greater enterprise by having users “advertise” their data. The data that are available are made visible and accessible for users to search, discover, and use as needed.

DATA SHARING AND A COMMON VOCABULARY

The purpose of a common community vocabulary is to enhance the understanding of information being exchanged between members of the community. The common vocabulary can be used in the following manner to support:

- system development and end users;
- data discovery and visibility;
- architectural activities;
- life cycle information management;
- interoperability and common semantics.

A common vocabulary represents a community’s shared understanding of the terms they employ to describe information and to define data within their subject area of interest. The goal is to get the right information to the right person at the right time. However, this will not be successful unless all of the people involved have a mutual understanding of what the right data **are**, and what it **means**.

Not all users need precisely the same knowledge in the same terminology. But, a common vocabulary at least standardizes the terminology and the jargon of the community. The COI common vocabulary will evolve over time. Common vocabulary products include:

- taxonomy of terms
- common semantic
- understanding/models
- metadata and business rules
- common representational format
- agreed relationships
- instantiated common vocabulary
- domain specific mappings
- conceptual, logical, and physical data models.

Information exchange will no longer be point-to-point. Members of the community will expose data into a

virtual shared data space. The data space is not a database, maintained at a specific location, on a server, by one of the specific members of the COI. The data space is virtual and distributed. Thus, new and unanticipated members are easily accommodated.

THE WAY AHEAD

Each of the MDA-IT and MDA DS COI working groups are tasked with the generation of mission essential products, to include the following:

1. CONOPS

Identifies new organizations, lists their mission tasks, and clarifies requirements and responsibilities.

2. Requirements and Capabilities Document

Describes operational requirements, mission needs, and warfighter capabilities that are to be met in the future.

3. Common Vocabulary

Is the mutually agreed upon common terminology that will be used within the community and with other communities.

4. Services Roadmap

Provides a blueprint for the implementation of services within the COI employing a Service-Oriented Architecture (SOA).

5. Pilot Demonstration

Is a proof-of-concept demonstration of a small, preliminary MDA capability. The initial spiral of the MDA pilot project is the use of the Automatic Identification System (AIS) to provide vessel location and to share it to both .mil and .gov stakeholders.

SUMMARY

For net-centric data interoperability, a common vocabulary is a requirement, not a luxury. The common vocabulary, along with its metadata, provides the net-centric tenets of visibility, accessibility, and understandability. Also achieved is the principle of trust, that is, the common vocabulary metadata also provides a pedigree for the data, all community users will know the source, age, and accuracy of the shared data.

The common vocabulary will allow the members to transparently exchange information via web services, without a burdensome point-to-point set of hardwired connectivity. The detail and

volume, depth and breath, of the vocabulary will be determined by the members of the community through working group sessions.

The desired end state is a more rapid response, a more informed response, a more integrated response, and a more appropriate response. This involves establishing new DOD

partnerships and changing the way the DOD performs its mission. In turn, socializing information sharing within a diverse group of users leads to the desired end-state: enhanced warfighter response and a more open environment allowing a free flow of data among DOD and non-DOD agencies.

CBRNE TTP Support to Domestic Disaster

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Currently, the Joint Requirements Office (JRO)—CBRNE Defense Office is revising *Multi-Service Tactics, Techniques, and Procedures (MTTP) for CBRN Defense of Fixed Sites, Ports, and Airfields* (FM 3-11.34/ MCRP 3-27.5/NTTP 3-11.23/ AFTTP(I) 3-2.33). The August 2000 version of this MTTP focused primarily on outside the continental United States (OCONUS). Since 9 September 2001 we have had to rethink potential CBRN attacks on CONUS installations. Therefore the Services have agreed to change the title to *MTTP for Installation CBRN Defense*. In this publication the term installation is used when referring to fixed sites, ports, and airfields, among others. This MTTP will provide example descriptions of installations recognized by the Army, Air Force, Marines, and Navy.

The purpose of this publication is to provide a common multi-Service reference for planning, resourcing, and executing TTP for CBRN defense of OCONUS and CONUS. The primary users are the CBRN staff officer, CBRN noncommissioned officer (NCO), non CBRN personnel performing collateral CBRN additional duties, commanders and their staffs at the tactical through operational levels, and civilian agencies.

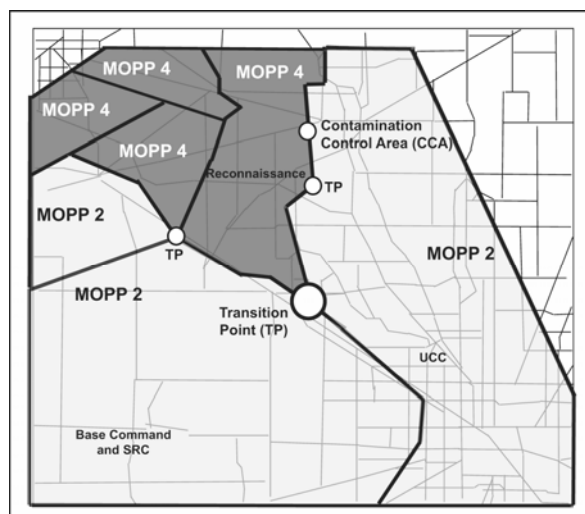
The MTTP publication is scheduled to be completed September 2006 and published as early as November 2006. It describes how installation commanders

and their staffs plan, prepare, execute, and recover prior to, and after, a domestic or foreign CBRN incident on an installation.

The Services' CBRN doctrine action officers (AOs) (Army, Navy, and Marines) have agreed to adopt a modified version of the Air Force's counter-chemical warfare (C-CW) concept of operations (CONOPS). This was approved by the Combating Weapons of Mass Destruction Issue Team (CbtWMD IT) Force Protection (FP) Function Capabilities Board (FCB). The CbtWMD IT was briefed 28 February 2006 by the Joint CBRN Combat Developments (JCCD) Experimentation and Analysis Branch on the Split Mission Oriented Protective Posture (MOPP) Experimentation Campaign Limited Objective Experiment (LOE).

The JRO through JCCD sought to validate and explore the Air Force CONOPS for Split MOPP operations on joint installations. The C-CW and Split MOPP operations were reviewed during the literature search. This was the first step in conducting the LOE. The C-CW and Split MOPP CONOPS were reviewed in detail during a 3-day, scenario driven, seminar and table top exercise (TTX). During the TTX the Army, Marine Corps, Navy, and Coast Guard, assisted by the Air Force, applied the Air Force CONOPS to a sea port and joint forward operating base. The results of the TTX were used to frame the scope of a live experiment with warfighters and subject matter experts. The results of the experiment proved that the Air Force C-CW is based upon sound doctrine principles of contamination avoidance that will work for all Services on joint installations.

Split MOPP is part of the Air Force fixed-base C-CW CONOPS and now should be used at joint installations. Split MOPP is defined by the Air Force as a tactic that divides an airbase or operating location into two or more sectors or zones to enable a commander to tailor MOPP levels within each sector to reflect the current hazard and mission priorities within the area (Air Force Manual 10-2602, *Nuclear, Biological, Chemical, and Conventional (NBCC) Defense Operations and Standards*).



The Split MOPP TTP includes contamination control areas (CCAs), chemical defense transition-zone operations (CDTO), transition points (TPs) and standardized TTP for marking contaminated vehicles that process through TP. Installation commanders with joint operations must now consider implementing Split MOPP TTP. This includes the following procedures:

- Prior to a chemical attack, the installation commander divides the installation into zones which usually mirror the installation base defense sectors.
- Upon a warning of imminent attack, personnel assume MOPP 4 and employ contamination avoidance procedures by sheltering themselves or by using overhead cover.
- After the attack, teams recon each zone to determine contaminated and uncontaminated areas.
- The installation commander lowers the MOPP levels in contaminated-free zones and establishes preplanned TPs and a CCA between hot and cold zones.
- TPs are used to admit uncontaminated personnel into MOPP 4 zones and

transition slightly contaminated personnel between hot and cold zones after immediate-level decontamination of boots and gloves and verification of cleanliness.

- TPs are also used to partially decontaminate mission essential vehicles required to move between zones to perform specific missions.
- A CCA is used for thorough decontamination of personnel grossly contaminated who could not be cleaned at the TP. Thorough decontamination of vehicles and equipment is not performed during Split MOPP operations.

Split MOPP TTPs will also be written into the revised *Multi-Service Tactics, Techniques, and Procedures for Installation CBRN Defense* (FM 3-11.34/ MCRP 3-27.5/NTTP 3-11.23/ AFTTP(I) 3-2.33).

Draft Joint Publication (JP) 3-41, *Chemical, Biological, Radiological, Nuclear, and High Yield Explosive (CBRNE) Consequence Management* (CM) defines CBRNE as: "The consequence management activities for all deliberate and inadvertent releases of chemical, biological, radiological, nuclear, and high-yield explosives that overwhelms local response capabilities." CM in JP 3-41 is defined as "Those measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or an act of terrorism. It is predominantly a law enforcement response, normally executed under federal law." These definitions have led the JRO CBRN—Defense Office to sponsor the next CBRN MTTP.



A military vehicle from the 4th Battalion, 133rd Field Artillery, Task Force San Antonio, passes through a decontamination station at a Fire Department in New Orleans, La., on Sept. 14, 2005. (USAF Photo by SMSgt Mike Arellano)

The JRO—CBRN Defense Office is also currently revising *MTTP for CBRN Aspects of CM*. The program directive for this

MTTP publication is currently being staffed by the USACMLS to the Air Force, Army, Navy, and Marines doctrine AOs for Service distribution and comments. It is scheduled to be completed July 2007. This publication is designed to be used at the joint task force (JTF) level down to the tactical unit leaders performing CBRN CM.

It will also support functional and Service component staffs in foreign and domestic locations that are tasked with planning, preparing, and conducting CBRN CM operations. The revised CBRN CM MTTP publication will:

- Define the roles of military units and staffs involved in planning and executing integrated CBRN CM in both foreign and domestic environments.
- Consider a large spectrum of CBRN potential incidents whether the result is from a natural occurrence or is from a deliberate or accidental release, including toxic industrial material (TIM).
- Address integration of Active and Reserve Component forces in conducting CBRN CM.
- Address the employment of military CBRN defense capabilities as authorized

in support of federal, state, and local civil authorities.

- Fill the gap between MTTP publications and joint doctrine publications such as JP 3-40, *Joint Doctrine for Combating Weapons of Mass Destruction*, and JP 3-41, (draft) *CBRN CM*.

The CBRN CM MTTP publication will include chapters on assessment, operation coordination, logistics, force health protection, and decontamination. The appendixes will include CBRN CM planning, preparation, response, and recovering considerations; domestic and foreign CBRN CM response; multi-Service CBRN CM response assets; technical reachback; and mass casualty decontamination. The JRO looks forward to receiving comments to the CBRN CM writer's draft and final coordination draft from the Army, Air Force, Navy, and Marines CBRN subject matter experts (SMEs) and for respective organizations to assist each Service-appointed CBRN doctrine AO in the development of a quality publication that will ensure that our military can respond once called upon to assist with a CBRN CM incident.

Current ALSA Projects

AIR TEAM			
TITLE	DATE	PUB #	STATUS
ADUS: <i>MTTP for Air Defense of the United States</i> Classified SECRET/RELCAN	22 MAR 04	FM 3-01.1 NTTP 3-26.1.1 AFTTP(I) 3-2.50	Phase I Assessment / Research: MAR 07
AVIATION URBAN OPERATIONS: <i>Multi-Service Tactics, Techniques, and Procedures for Aviation Urban Operations</i> Distribution Restricted	09 JUL 05	FM 3-06.1 (FM 1-130) MCRP 3-35.3A NTTP 3-01.04 AFTTP(I) 3-2.29	Phase I Assessment / Research: JUL 08
JFIRE: <i>Multi-Service Procedures for the Joint Application of Firepower (JFIRE)</i> Distribution Restricted	30 OCT 04	FM 3-09.32 MCRP 3-16.6A NTTP 3-09.2 AFTTP(I) 3-2.6	Phase I Assessment / Research: SEP 06
JSEAD / ARM-J: <i>Multi Service Tactics, Techniques, and Procedures for the Suppression of Enemy Air Defenses in a Joint Environment</i> Classified SECRET	28 MAY 04	FM 3-01.4 MCRP 3-22.2A NTTP 3-01.42 AFTTP(I) 3-2.28	Phase I Assessment / Research: MAY 07

AIR TEAM			
TITLE	DATE	PUB #	STATUS
JSTARS: <i>Multi-Service Tactics, Techniques, and Procedures for the Joint Surveillance Target Attack Radar System</i> Distribution Restricted	17 MAR 03	FM 3-55.6 (FM 90-37) MCRP 2-1E NTTP 3-55.13 (Rev A) AFTTP(I) 3-2.2	Phase IV Worldwide Review / Comment: SEP 06
KILL BOX: <i>Multi-Service Tactics, Techniques, and Procedures for Kill Box Employment</i> Distribution Restricted	15 JUN 05	FM 3-09.34 MCRP 3-25H NTTP 3-09.2.1 AFTTP(I) 3-2.59	Phase I Assessment / Research: JUL 08
SURVIVAL, EVASION, AND RECOVERY: <i>Multi-Service Procedures for Survival, Evasion, and Recovery</i> Distribution Restricted	19 MAR 03	FM 3-50.3 (FM 21-76-1) MCRP 3-02H NTTP 3-50.3 AFTTP(I) 3-2.26	Phase III Program Development: SEP 06
TAGS: <i>Multi-Service Tactics, Techniques, and Procedures for the Theater Air Ground System</i> Approved for Public Release	8 DEC 03	FM 3-52.2 (FM 100-103-2) MCRP 3-25F NTTP 3-56.2 AFTTP(I) 3-2.17	Phase IV Worldwide Review / Comment: OCT 06
TST: <i>Multi-Service Tactics, Techniques, and Procedures for Targeting Time-Sensitive Targets</i> Distribution Restricted	20 APR 04	FM 3-60.1 MCRP 3-16D NTTP 3-60.1 AFTTP(I) 3-2.3	Phase I Assessment / Research: APR 07

LAND SEA TEAM			
TITLE	DATE	PUB #	STATUS
EOD: <i>Multi-Service Tactics, Techniques, and Procedures for Explosive Ordnance Disposal in a Joint Environment</i> Approved for Public Release	27 OCT 05	FM 4-30.16 MCRP 3-17.2C NTTP 3-02.5 AFTTP(I) 3-2.32	Phase I Assessment / Research: OCT 08
IADS: <i>Multi-Service Tactics, Techniques, and Procedures for an Integrated Air Defense System (IADS)</i> Distribution Restricted	30 OCT 04	FM 3-01.15 MCRP 3-25E NTTP 3-01.8 AFTTP(I) 3-2.31	Phase I Assessment / Research: OCT 07
JAOC / AAMDC: <i>Multi-Service Tactics, Techniques, and Procedures for Joint Air Operations Center and Army Air and Missile Defense Command Coordination</i> Distribution Restricted	22 MAR 04	FM 3-01.20 AFTTP(I) 3-2.30	Phase I Assessment / Research: MAR 07
JATC: <i>Multi-Service Procedures for Joint Air Traffic Control</i> Distribution Restricted	17 JUL 03	FM 3-52.3 (FM 100-104) MCRP 3-25A NTTP 3-56.3 AFTTP(I) 3-2.23	Phase I Assessment / Research: JUL 06
JTMTD: <i>Multi-Service Procedures for Joint Theater Missile Target Development</i> Distribution Restricted	11 NOV 03	FM 3-01.51 (FM 90-43) NTTP 3-01.13 AFTTP(I) 3-2.24	Phase I Assessment / Research: NOV 06
NLW: <i>Tactical Employment of Non-lethal Weapons</i> Approved for Public Release	15 JAN 03	FM 3-22.40 (FM 90-40) MCWP 3-15.8 NTTP 3-07.3.2 AFTTP(I) 3-2.45 USCG Pub 3-07.31	Phase IV Worldwide Review / Comment: OCT 06
PEACE OPS: <i>Multi-Service Tactics, Techniques, and Procedures for Conducting Peace Operations</i> Approved for Public Release	26 OCT 03	FM 3-07.31 MCWP 3-33.8 AFTTP(I) 3-2.40	Phase I Assessment / Research: OCT 06

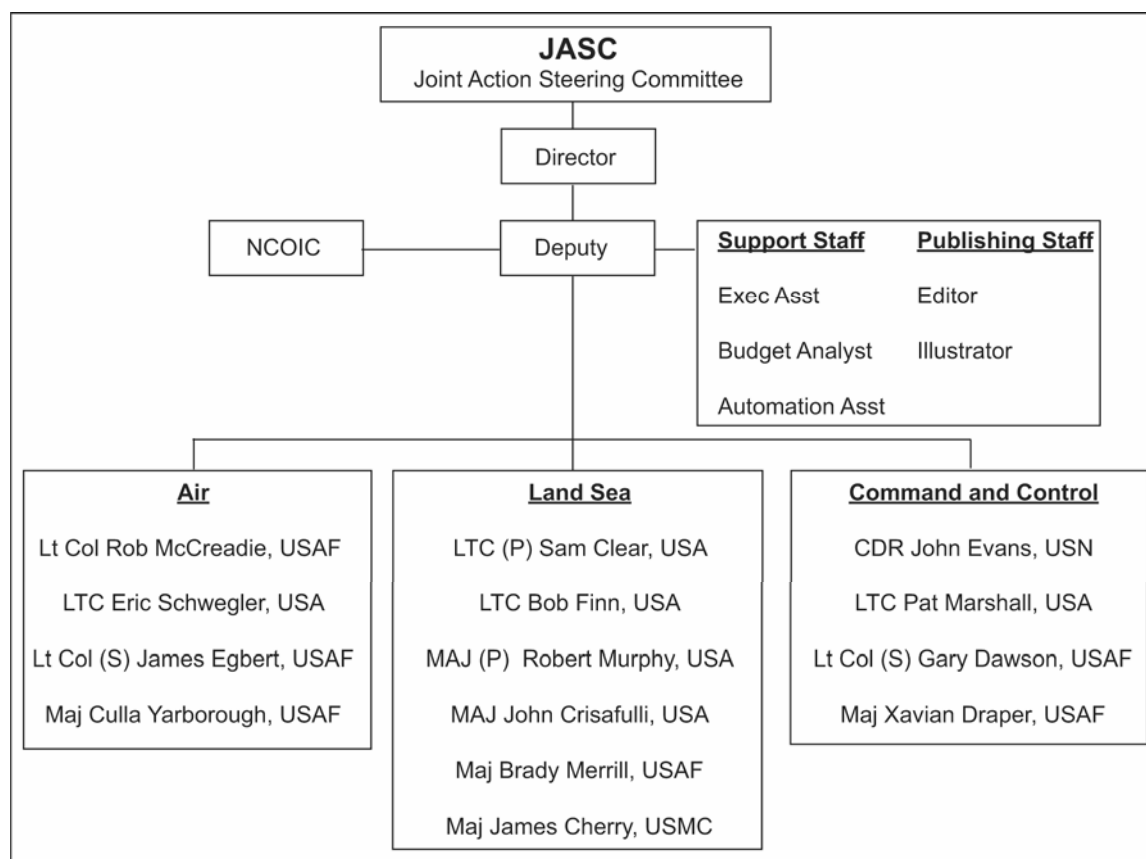
LAND SEA TEAM			
TITLE	DATE	PUB #	STATUS
TACTICAL CONVOY OPERATIONS: <i>Multi-Service Tactics, Techniques, and Procedures for Tactical Convoy Operations</i> Distribution Restricted	MAR 05	FM 4-01.45 MCRP 4-11.3H NTTP 4-01.3 AFTTP(I) 3-2.58	Phase I Assessment / Research: MAR 07
UXO: <i>MTTP for Unexploded Explosive Ordnance Operations</i> Approved for Public Release	16 AUG 05	FM 3-100.38 MCRP 3-17.2B NTTP 3-02.4.1 AFTTP(I) 3-2.12	Phase I Assessment / Research: AUG 08

COMMAND AND CONTROL (C2) TEAM			
TITLE	DATE	PUB #	STATUS
BREVITY: <i>Multi-Service Brevity Codes</i> Distribution Restricted	15 JUN 05	FM 1-02.1 (FM 3-54.10) MCRP 3-25B NTTP 6-02.1 AFTTP(I) 3-2.5	Phase I Assessment / Research: JUN 07
COMCAM: <i>Multi-Service Tactics, Techniques, and Procedures for Joint Combat Camera Operations</i> Approved for Public Release	15 MAR 03	FM 3-55.12 MCRP 3-33.7A NTTP 3-13.12 AFTTP(I) 3-2.41	Phase I Assessment / Research: MAR 06
HAVE QUICK: <i>Multi-Service Tactics, Techniques, and Procedures for the Have Quick Radio System</i> Distribution Restricted	MAY 04	FM 6-02.771 MCRP 3-40.3F NTTP 6-02.7 AFTTP(I) 3-2.49	Phase I Assessment / Research: MAY 07
HF-ALE: <i>Multi-Service Tactics, Techniques, and Procedures for the High Frequency-Automatic Link Establishment (HF-ALE) Radios</i> Approved for Public Release	1 SEP 03	FM 6-02.74 MCRP 3-40.3E NTTP 6-02.6 AFTTP(I) 3-2.48	Phase I Assessment / Research: SEP 06
ICAC2: <i>Multi-Service Procedures for Integrated Combat Airspace Command and Control</i> Approved for Public Release	30 JUN 00	FM 3-52.1 (FM 100-103-1) MCRP 3-25D NTTP 3-52.1(Rev A) AFTTP(I) 3-2.16	Currently being incorporated into TAGS revision. (See TAGS for more information.)
IDM: <i>Multi-Service Tactics, Techniques, and Procedures for the Improved Data Modem Integration</i> Distribution Restricted	30 MAY 03	FM 6-02.76 MCRP 3-25G NTTP 6-02.3 AFTTP(I) 3-2.38	Phase III Program Development: OCT 06
IFF: <i>MTTP for Mark XII IFF Mode 4 Security Issues in a Joint Integrated Air Defense System</i> Classified SECRET	11 DEC 03	FM 3-01.61 MCWP 3-25.11 NTTP 6-02.4 AFTTP(I) 3-2.39	Phase I Assessment / Research: OCT 06
JTF IM: <i>Multi-Service Tactics, Techniques, and Procedures for Joint Task Force Information Management</i> Distribution Restricted	10 SEP 03	FM 6-02.85 (FM 101-4) MCRP 3-40.2A NTTP 3-13.1.16 AFTTP(I) 3-2.22	Transitioning to JP 3-33.
JTF LNO Integration: <i>Multi-Service Tactics, Techniques, and Procedures for Joint Task Force (JTF) Liaison Officer Integration</i> Distribution Restricted	27 JAN 03	FM 5-01.12 (FM 90-41) MCRP 5-1.B NTTP 5-02 AFTTP(I) 3-2.21	Phase I Assessment / Research: SEP 09
REPROGRAMMING: <i>Multi-Service Tactics, Techniques, and Procedures for the Reprogramming of Electronic Warfare and Target Sensing Systems</i> Distribution Restricted	6 JAN 03	FM 3-51.1 (FM 34-72) MCRP 3-40.5B NTTP 3-13.1.15 AFTTP(I) 3-2.7	Phase IV Worldwide Review / Comment: SEP 06

COMMAND AND CONTROL (C2) TEAM

TITLE	DATE	PUB #	STATUS
RISK MANAGEMENT Approved for Public Release	15 FEB 01	FM 3-100.12 (FM 5-19.1) MCRP 5-12.1C NTTP 5-03.5 AFTTP(I) 3-2.34	Phase I Assessment / Research: FEB 07
TACTICAL RADIOS: <i>Multi-Service Communications Procedures for Tactical Radios in a Joint Environment</i> Approved for Public Release	14 JUN 02	FM 6-02.72 (FM 11-1) MCRP 3-40.3A NTTP 6-02.2 AFTTP(I) 3-2.18	Phase I Assessment / Research: JUN 08
UHF TACSAT/DAMA OPERATIONS: <i>Multi-Service Tactics, Techniques, and Procedures Package for UHF TACSAT Frequency Management</i> Approved for Public Release	JUN 04	FM 6-02.90 MCRP 3-40.3G NTTP 6-02.9 AFTTP(I) 3-2.53	Phase I Assessment / Research: AUG 07

ALSA Organization



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